UNITED STATES DISTRICT COURT DISTRICT OF MASSACHUSETTS

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)) Case No.
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SUMMONS ISSUED 1
LOCAL RULE 4.1
WAIVER FORM
MCF ISSUED
BY DPTY. CLK. M.P.
DATE 4/23/05

COMPLAINT FOR DECLARATORY JUDGMEN HAGISTRATE JUDGE JLA INJUNCTIVE RELIEF AND DAMAGES

Plaintiffs Boston and Maine Corporation ("B&M") and Springfield Terminal Railway Company ("STR") (collectively "Plaintiffs") seek a declaratory judgment and injunctive relief preventing the Town of Westford (the "Town"), the Westford Board of Health (the "Board"), the individual members of the Board of Health, and Robert W. Golledge, Jr., Commissioner of the Massachusetts Department of Environmental Protection ("DEP") (collectively "Defendants") from enforcing 310 CMR 7.11(2) because it illegally regulates the Plaintiffs' railroad operations, and damages. For their Complaint, Plaintiffs state as follows:

Jurisdiction and Venue

- 1. This Court has subject matter jurisdiction over Plaintiffs' claims pursuant to 28 U.S.C. §§ 1331, 1337 and 1343.
- 2. Venue is proper in this District pursuant to 28 U.S.C. § 1391(b) because the Defendants reside in this judicial district and all defendants reside in the same State.

Statement of Case and Parties

- 3. Plaintiff, B&M is a Delaware corporation with its principal place of business at Iron Horse Park, North Billerica, Massachusetts 01862. B&M provides interstate rail freight service and is subject to the jurisdiction of the United States Surface Transportation Board ("STB").
- 4. Plaintiff, STR is a Vermont corporation with its principal place of business at Iron Horse Park, North Billerica, Massachusetts 01862. STR provides interstate rail freight service and is subject to the jurisdiction of the STB.
- 5. Defendant, Town is a municipal corporation organized under the laws of the Commonwealth of Massachusetts.
 - 6. Defendant, Board is an agency of the Town.
- 7. Upon information and belief, Defendants, Zac Cataldo, Todd Lobo, Tom Mahanna, Joanne Martel, and Joseph P. Guthrie are the members of the Board and Defendants Sandy Collins, R.N. and Darren R. MacCaughey are members of the Board's staff. Plaintiffs sue these defendants in their official capacity.
- 8. Defendant, DEP is an agency of the Commonwealth of Massachusetts and Defendant, Robert W. Golledge, Jr. is Commissioner of DEP. DEP has promulgated the

regulation here complained of, 310 CMR 7.11(2). Plaintiff sues Mr. Golledge in his official capacity.

- This action arises under (A) the Commerce and Supremacy Clauses of the United 9. States Constitution, (B) the Interstate Commerce Act, as amended by the ICC Termination Act of 1995 ("ICA") (49 U.S.C. §§ 701-727, 10101-19108), (C) the Federal Railway Safety Act ("FRSA") (49 U.S.C. §§ 20101 et seq.), (D) the Declaratory Judgment Act (28 U.S.C. § 2201), and (E) the Civil Rights Act of 1871 (42 U.S.C. § 1983).
- Plaintiffs seek declaratory and injunctive relief preventing and restraining 10. Defendants from unlawfully regulating, in contravention of the Commerce and Supremacy Clauses of the United States Constitution, the FRSA and the ICA, Plaintiffs' operation of their railroad, including the use and operation of their locomotives for railroad transportation. Plaintiffs also seek damages for the harm caused them by the actions of Defendants.

Facts

- B&M owns the railroad right-of-way that runs through the Town (the "Line"). 11. Pursuant to an agreement between B&M and STR, approved by the STB's predecessor, the Interstate Commerce Commission, STR is the operator on the Line. B&M, STR and their affiliates, collectively, are informally known as the "Guilford Rail System." "Guilford Rail System," however, is not a legal entity.
- The Line is a part of the STR main freight line, which runs from Rotterdam 12. Junction, New York to Mattawankeag, Maine. The main freight line is the primary source of rail transportation for the movement of freight in New England and is a part of the interstate rail network.

13. On or about March 31, 2005, the Board sent a letter (the "Letter") addressed to "Guilford Rail System," signed by defendant, Darren R. MacCaughey, alleging that "Guilford Rail System" is in violation of Section 7.11(2) of Title 310 of the Massachusetts Code of Regulations. Section 7.11(2) provides:

"Diesel Trains.

- "(a) No person owning or operating a diesel powered locomotive shall cause, suffer, allow or permit said locomotive to be operated in a manner such as to cause or contribute to a condition of air pollution.
- "(b) No person shall cause, suffer, allow or permit the unnecessary foreseeable idling of a diesel locomotive for a continuous period of time longer than 30 minutes ...
- "(c) 310 CMR 7.11(2)(a) and 7.11(2)(b) are subject to the enforcement provisions specified in 310 CMR 7.52"

The Letter purported to order, pursuant to 310 CMR 7.52 and Section 142B of Chapter 111 of the Massachusetts General Laws, "Guilford Rail System" to cease and desist the idling of locomotives on the Line.

- 14. The portion of the Line that passes though the Town, (the "Location"), supports system-wide rail traffic. For example, the Location is only a short distance from two major rail yards owned by B&M that are known as "Lowell Yard" and "Ayer Yard" and are located in Lowell and Ayer, Massachusetts, respectively. Each day at least four trains of approximately one-half mile to one mile in length travel through Lowell Yard. Further, Ayer Yard houses a large intermodal facility that is not only serviced by STR but also supports the rail traffic of an additional interstate rail carrier.
- 15. The Location is subject to extensive congestion due to the amount of rail traffic in the area. Operational considerations regarding the movement of rail traffic and the safety of

railroad employees require, at times, the parking of locomotives at the Location in order to relieve congestion, and to allow trains to move with dispatch when the conditions permit.

COUNT I

Preemption by the ICA and the Supremacy Clause

- Plaintiffs repeat and reallege the allegations of paragraphs 1 through 15 as if fully 16. set forth here.
- The ICA grants the STB exclusive jurisdiction over virtually all matters involving 17. rail transportation.
- 18. The ICA expressly gives the STB exclusive jurisdiction over railroad transportation and operations:

[T]he Board has jurisdiction over transportation by rail carrier that is ...by railroad...

The jurisdiction of the Board over ... transportation by rail carriers, and the remedies provided in this part with respect to rates, classifications, rules (including car service, interchange, and other operating rules), practices, routes, services, and facilities of such carriers; and the construction, acquisition, operation, abandonment, or discontinuance of spur, industrial, team, switching or side tracks, or facilities ... is exclusive. Except as otherwise provided in this part, the remedies provided under this part with respect to regulation of rail transportation are exclusive and preempt the remedies provided under Federal or State law.

49 U.S.C. § 10501(a)(1)(A) and (b).

- The ICA defines "railroad" to include the "road used by a rail carrier and owned 19. by it or operated under an agreement; and ... ground, used or necessary for transportation." 49 U.S.C. § 10102(6).
- The ICA further defines the term "transportation" to include "a locomotive ... or 20. equipment of any kind related to the movement of passengers or property, or both, by rail ... and services related to that movement, including receipt, delivery ... storage, handling and

interchange of passengers and property ... " 49 U.S.C. § 10102(9).

- 21. The ICA expressly preempts the regulation of railroad transportation by local and state agencies and instrumentalities.
- 22. The Defendants' proposed enforcement of 310 CMR 7.11(2) will illegally regulate railroad operations in that Plaintiffs will be forced to re-route a significant portion of traffic away from the Town or significantly adjust railroad operations to prevent idling for more than thirty minutes, which will likely result in Plaintiffs' violation of federal law and regulations.
- 23. Under color of state law, the Defendants have issued an order to cease and desist the idling of locomotives in direct contravention of the ICA's grant of exclusive jurisdiction to the STB.
- 24. Defendants' threatened actions will deprive the Plaintiffs of their rights under ICA and the Supremacy Clause of the United States Constitution, causing Plaintiffs substantial and irreparable harm, including, *inter alia*, unduly burdening and hindering Plaintiffs' railroad activities in interstate commerce and preventing Plaintiffs' compliance with federal law.

COUNT II

Preemption by FRSA and the Supremacy Clause

- 25. Plaintiffs repeat and reallege the allegations of paragraphs 1 through 24 as if fully set forth here.
- 26. The FRSA requires the Secretary of Transportation to promulgate a nationally uniform regulatory scheme in all areas of railroad safety.
 - 27. The FRSA expressly provides that:

The Secretary of Transportation ...shall prescribe regulations and issue orders for every area of railroad safety...

Laws, regulations, and orders related to railroad safety ... shall be nationally uniform to the extent practicable.

49 U.S.C. §§ 20103, 20106.

- The FRSA expressly provides that the Secretary of Transportation shall prescribe 28. regulations and issue orders for every area of railroad safety. The Secretary of Transportation has delegated this power to the Federal Railroad Administration ("FRA"). The FRA develops, administers and enforces railroad safety regulations.
- The Letter threatens to regulate Plaintiffs' compliance with railroad safety 29. regulations and the safe operation of railroad right-of-way. For example, each train and each car in the train is required to receive a "Class I" brake test at various "locations." See 49 C.F.R. § 232.205. These tests must be conducted prior to movement of the train. The engine must be idling during these tests because the locomotive(s) provide the air for the rest of the train. The tests almost invariably take longer than thirty minutes to conduct. Plaintiffs cannot comply with the FRA brake testing regulations without violating 310 CMR 7.11(2).
- Defendants' actions deprive the Plaintiffs of their rights under FRSA and the 30. Supremacy Clause of the United States Constitution, causing Plaintiffs substantial and irreparable harm, including, inter alia, hindering Plaintiffs' business activities in interstate commerce and preventing Plaintiffs' compliance with federal law.

COUNT III

Violation of Dormant Commerce Power

Plaintiffs repeat and reallege the allegations of paragraphs 1 through 30 as if fully 31. set forth here.

- 32. The Constitution grants Congress the power to regulate interstate commerce, implicitly limiting states' authority to regulate such commerce. U.S. CONST. art. 1, § 8, cl. 3.
 - 33. The Line is a part of the STR main freight line and the interstate rail network.
- 34. Defendants have ordered the Plaintiffs to cease and desist the idling of locomotives. This restriction directly regulates the operation of locomotives used in rail transportation and therefore, regulates interstate commerce, discriminates against interstate commerce, and unduly burdens interstate commerce in excess of any putative local benefits.
- 35. Defendants' threatened actions will deprive the Plaintiffs of their rights under the Commerce and Supremacy Clause of the United States Constitution, causing Plaintiffs substantial and irreparable harm, including, *inter alia*, hindering Plaintiffs' business activities in interstate commerce.

PRAYER FOR RELIEF

WHEREFORE, Plaintiffs pray that this Court—

- (1) enter judgment, pursuant to 28 U.S.C. § 2201, declaring Defendants' attempt to regulate the use or operation of locomotives used in railroad transportation preempted by the ICA, FRSA and the Supremacy Clause of the Constitution, and in violation of the Dormant Commerce Power;
- (2) enter an order, pursuant to 28 U.S.C. § 1651 and Rule 65 of the Federal Rules of Civil Procedure, permanently enjoining the Town, the Board, any division or subdivision of the Town, and the Commonwealth of Massachusetts from regulating the use or operation of locomotives used in railroad transportation;
 - (3) award the Plaintiffs their damages due to Defendants' unlawful actions;

- (4) award the Plaintiffs their costs, including reasonable attorneys' fees, pursuant to 42 U.S.C. § 1988; and
 - (5) grant such other relief as may be just and proper.

Respectfully Submitted,

Robert B. Culliford (BBO #638468) Katherine E. Potter (BBO #651726)

Iron Horse Park

North Billerica MA 01862

Tel. 978-663-1029

Eric L. Hirschhorn Winston & Strawn LLP 1700 K Street, N.W. Washington DC 20006 Tel. 202-282-5706

Counsel for Plaintiffs
Boston and Maine Corporation
Springfield Terminal Railway Co.

April 15, 2005

RECEIPT # ___

_ AMOUNT _

__ APPLYING IFP

LIVIL COVER SHEET

The JS=44 civil cover sheet and the information contained herein neither replace nor supplement the filing and service of pleadings or other papers as required by law, except as provided by local rules of court. This form, approved by the Judicial Conference of the United States in September 1974, is required for the use of the Clerk of Court for the purpose of initiating the civil clocket sheet. (SEE INSTRUCTIONS ON THE REVERSE OF THE FORM).

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I. (a) PLAINTIFFS	•		·	1	,	rd, Westford Board	
Boston and Maine Corporation and Springfield Terminal Railway Company,				Zac Cataldo, To	en R. MacCaugh dd Lobo, Tom Ma	ey, Sandy Collins, R.N. ahanna, Joanne Martel its Department of	
(b) COUNTY OF RESIDENCE OF FIRST LISTED PLAINTIFF Middlesex (EXCEPT IN U.S. PLAINTIFF CASES)				Environmental F	Protection and Reference to the control of the cont	bert W. Golledge, Jr <u>Middlesex</u> ES ONLY)	
(C) ATTORNEYS (FIRM NAM	E ADDRESS AND TELEPHONE	NUMBER)	ATTORNEYS (IF KNOWN)		· · · · · · · · · · · · · · · · · · ·		
Robert B. Cultiford, Esq.					* ^ ^	06 RCL	
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No. Billerica, l	MA 01852 (1978)	663-102a		• •			
II. BASIS OF JURIS	DICTION PLACE AN	X IN ONE BOXIONLY)	III. CIT	Diversity Cases Only)	,	LAGE AN IX IN ONE BOX FOR PLAINTIFF AND ONE BOX FOR DEFENDANTI	
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□ 2 U.S. Government Defendant	□ 4 Diversity (Indicate Citizer	nship of Parties	С С	itizen of Another State D		and Principal Place □ 5 □ 5 s In Another State	
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120 Marine 130 Miller Act 140 Negotiable instrument 150 Recovery of Overpayment & Enforcement of Judgmen 151 Medicare Act	☐ 310 Airplane ☐ 315 Airplane Product ☐ Lability ☐ 320 Assault the 3	Med. Malpractice 365 Personal Injury — Product Lability 368 Asbestos Personal Injury Product Lability PERSONAL PROPERTY		☐ 610 Agnoutture ☐ 620 Other Food & Drug ☐ 625 Drug Related Seizure ☐ 670 Uquor Laws ☐ 630 Uquor Laws ☐ 640 R.R. & Truck ☐ 650 Airline Regs.	☐ 422 Appeal 28 USC 158 ☐ 423 Withdrawal 28 USC 157 PROPERTY RIGHTS	410 Antitrust 430 Banks and Banking 450 Commerce-ICC Rates, etc. 460 Deportation 470 Racketeer influenced and	
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of Veteran's Benefits 160 Stockholders' Suits	☐ 350 Motor Venicle ☐ 355 Motor Venicle	380 Other Perso Property Da	nal	LABOR	SOCIAL SECURITY	☐ 875 Customer Chailenge 12 USC 3415	
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REAL PROPERTY	CIVIL RIGHTS	PRISONER PET	ritions	☐ 720 Labor/Mgmt Relations	☐ 863 DIWC/DIWW (405(g)) ☐ 864 SSID Title XVI	☐ 894 Energy Allocation Act ☐ 895 Freedom of	
210 Land Condemnation 220 Foreclosure	☐ 441 Voting ☐ 442 Employment	510 Motions to V	/acate	☐ 730 Labor/Mgmt Reporting & Disclosure Act	☐ 865 RSI (405(g))	Information Act 900 Appeal of Fee Determination	
] 230 Rent Lease & Ejectment] 240 Torts to Land	443 Housing/ Accommodations	HABEAS CORPI		740 Railway Labor Act	FEDERAL TAX SUITS	Under Equal Access to Justice 950 Constitutionality of	
245 Tort Product Liability 290 All Other Real Property	☐ 444 Welfare ☐ 440 Other Civil Rights	☐ 535 Death Penal ☐ 540 Mandamus 8 ☐ 550 Civil Rights ☐ 555 Prison Cond	& Other	☐ 790 Other Labor ubgation ☐ 791 Empl Ret Inc Security Act	☐ 870 Taxes (U.S. Plaintiff or Defendant) ☐ 871 :RS — Third Party 26 USC 7609	State Statutes 390 Other Statutory Actions	
/. ORIGIN		(PLACE A	N "X" IN C	NE BOX ONLY)		Appeal to District	
		anded from 🖂	4 Reinstat Reopen			Judge from ict □ 7 Magistrate	
/I. CAUSE OF ACTION	ON (CITE THE U.S CIVIL STA	TUTE UNDER WHICH Y	OU ARE FILE	NG AND WRITE BRIEF STATEME	NT CF CAUSE		
	DO NOT CITE JURISDIC	HONAL STATUTES UN	LESS DIVERS	SECY.)			
49 USC \$10501	(b), 49 USC \$2010	6 Preemptio	on of St	ate Regulation of	Railroad Operat	ions.	
/II. REQUESTED IN CHECK IF THIS IS A CLASS ACTION COMPLAINT: UNDER ER.C.P. 23			DEMAND \$	CHECK YES o	nly if demanded in complaint:		
/III.RELATED CASE IF ANY	(S) (See instructions):	DGE Regin	ald C.	Lindsay	DOCKET NUMBER 04	1-12069 RCL	
PATE // S	274 SV.	SIGNATURE OF AT	TORNEY OF		bert B. Culliford	Esa	
OR OPFICE USE ONLY	and cle	h [- Co. C D. Cullifold	, 104.	
·-	Appendix.						

JUDGE _

UNITED STATES DISTRICT COURT DISTRICT OF MASSACHUSETTS

ı.	TITLE C	OF CASE (NAME OF FIRST PARTY ON EACH SIDE ONLY)					
	_Bost	on and	Maine Corporation, et al v. Town of Westford, et als.					
2.	CATEGO	ORY IN WE	IICH THE CASE BELONGS BASED UPON THE NUMBERED NATURE OF SUIT CODE LISTED ON THE CIVIL COVER					
			CAL RULE 40.1(A)(1)).					
	_	i.	160, 410, 470, R.23, REGARDLESS OF NATURE OF SUIT.					
		II.	195, 368, 400, 440, 441-444, 540, 550, 625, 710, 720, 730, 740, 790, 791, 820, 830, 840, 850, 890, 892-894, 895, 950.					
	<u>X</u>	111.	110, 120, 130, 140, 151, 190, 210, 230, 240, 245, 290, 310, 315, 320, 330, 340, 345, 350, 355, 360, 362, 365, 370, 371, 380, 385, 450, 891.					
		IV.	220, 422, 423, 430, 460, 510, 530, 610, 620, 630, 640, 650, 660, 690, 810, 861-865, 870, 871, 875, 900. 05 1 0 8 0 6					
	_	V.	150, 152, 153.					
3.	TITLE A	.ND NUMI	BER, IF ANY, OF RELATED CASES. (SEE LOCAL RULE 40.1(E)).					
			Maine Corp., et al vs. Town of Chelmsford, et als, Docket No. 04-12069 RCL					
4.		RIOR ACT	TON BETWEEN THE SAME PARTIES AND BASED ON THE SAME CLAIM EVER BEEN FILED IN THIS COURT?_					
5.	DOESTI	HE COMPL	AINT IN THIS CASE QUESTION THE CONSTITUTIONALITY OF AN ACT OF CONGRESS AFFECTING THE PUBLIC					
	INTEREST? N/A							
	IF SO, IS	THE U.S.	A. OR AN OFFICER, AGENT OR EMPLOYEE OF THE U.S. A PARTY? (SEE 28 USC 2403)					
6.	IS THIS O		UIRED TO BE HEARD AND DETERMINED BY A DISTRICT COURT OF THREE JUDGES PURSUANT TO TITLE 28 ${ m N/A}$					
7.	COUNTY	Y) - (SEE L	IN THIS ACTION RESIDE IN THE CENTRAL SECTION OF THE DISTRICT OF MASSACHUSETTS (WORCESTER OCAL RULE 40.1(C)). YES NO OR IN THE WESTERN SECTION (BERKSHIRE, FRANKLIN, MPSHIRE COUNTIES)? - (SEE LOCAL RULE 40.1(D)). YES NO					
8.	DISTRIC	CT? YES	PARTIES RESIDING IN MASSACHUSETTS RESIDE IN THE CENTRAL AND/OR WESTERN SECTIONS OF THE NO (a) IF YES, IN WHICH SECTION DOES THE PLAINTIFF					
9.	IN WHIC	CH SECTIO	ON DO THE ONLY PARTIES RESIDING IN MASSACHUSETTS RESIDE? Eastern					
10.	OF THE		RTIES ARE THE UNITED STATES, COMMONWEALTH OF MASSACHUSETTS, OR ANY GOVERNMENTAL AGENCY THE COMMONWEALTH, DO ALL OTHER PARTIES RESIDE IN THE CENTRAL SECTION NO OR NO					
	EASE TYI	PE OR PRI S NAME	NT) Robert B. Culliford, Esq.					
			Iron Horse Park, No. Billerica, MA 01862					
			(978) 663-1029					
(Cat	tegory.frm	- 09/92)						